

# The Journey Home

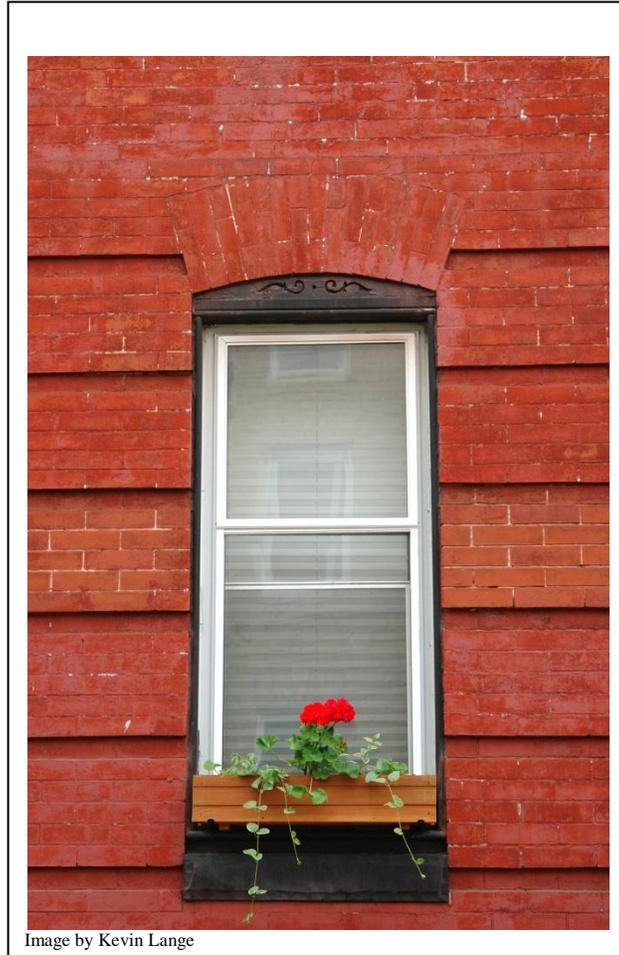


Image by Kevin Lange

## Baltimore City's 10-Year Plan to End Homelessness

Year Three Outcome Summary  
July 2011



Stephanie Rawlings-Blake, Mayor

The Journey Home

## YEAR THREE OUTCOME SUMMARY

---

The Journey Home: Baltimore City's 10 Year Plan to End Homelessness was released on January 17th 2008. It focuses on four major goal areas that address the root causes of homelessness:

- ◆ Affordable Housing
- ◆ Comprehensive Health Care
- ◆ Sufficient Incomes
- ◆ Preventive and Emergency Services

With this plan, the City of Baltimore will implement specific actions to provide and maintain sufficient housing in order to re-house persons experiencing homelessness and to help them remain stably housed.

Since the release of The Journey Home in 2008, Baltimore City, like the rest of the country, has found itself in tough economic times. Baltimore City Fiscal Year 2010 was marked by cuts in State spending for homeless service programs, furloughs for City and State employees, and the curtailment of available Housing Choice Vouchers, including the set-aside vouchers for homeless persons and ex-offenders.

A positive change that was made during this third year since the release of The Journey Home was the introduction of Priority Action Items. These Priority Action Items were issued for the City Fiscal Year 2011 (July 1, 2010 – June 30, 2011), as it corresponds to the typical year for funding most of the initiatives identified in the Plan. The Leadership Advisory Group (LAG) of The Journey Home agreed that outcomes documents would henceforth be issued at the end of the City Fiscal Year.

Below are Highlights from Year Three (FY 2011) of Plan Implementation:

- ◆ The City surpassed its goal to “Lease 500 Housing First units to individuals and families who have experienced homelessness for a long period of time or have multiple barriers to housing.” During this fiscal year, 216 units were under lease.
  - Several Housing First projects contributed to this total:
    - Mayor's set-aside of Housing Choice Vouchers for people who are homeless.
    - St. Vincent de Paul through its Home Connections grants.
    - Health Care for the Homeless clients in partnership with the Mayor's Office of Human Services through the Homeward Bound
    - People Encouraging People housed clients through its Samaritan project
    - Other units were leased through the HUD-VASH program; a partnership between the Department of Veterans' Affairs and the Housing Authority.

Since the inception of the plan, the cumulative total number of Housing First units under lease is 626 units

- ◆ Restoration Gardens, a 43-unit permanent supportive housing project for homeless and unstably housed youth ages 18-24, finished construction and began occupancy.
  - Developed by AIRS /Empire Homes of Maryland and Homes for America, this project is a culmination of years of collaborative work by the Baltimore Homeless Youth

## YEAR THREE OUTCOME SUMMARY

---

Initiative, a coalition of more than fifteen organizations and governmental agencies formed to develop a continuum of housing and services for homeless youth.

- ◆ The Harry and Jeanette Weinberg Center opened July 5, 2011. This \$8 million, 24-hour Housing and Resource Center at 620 Fallsway provides shelter services to 275 homeless men and women, including 25 people who require convalescent care. Although 275 individuals are able to stay overnight, others are welcome for services, such as meals, showers, physical and behavioral health services, case management, referrals to housing, employment, and income support services.
  
- ◆ The Baltimore City Mayor's Office of Human Services successfully submitted an application to the Department of Housing and Urban Development for additional funding. The following projects were awarded funds through the 2010 McKinney-Vento homeless assistance competition:
  - Gaudenzia Park Heights Women and Children's Center
    - 18 unit permanent housing project for chronically homeless women who successfully complete the Gaudenzia drug treatment program. Funds will be used for construction and supportive services and operating costs once the building is completed.
  - Dayspring Programs
    - 4 new units of Shelter Plus Care housing
  - MOHS – Homeward Bound Housing First Expansion Project
    - 5 new units to be used to expand the ability to house clients in this successful partnership between Health Care for the Homeless and the Mayor's Office of Human Services.
  
- ◆ HomeStat, a monthly benchmarking effort under the CitiStat Office, was launched in April 2011 to begin reporting data and developing baseline performance standards for Homeless Services vendors and sponsors.
  
- ◆ During the course of this plan year, the United Way of Central Maryland secured \$493,000 in pledges to the Journey Home. These pledged dollars are from a variety of sources including:
  - CareFirst Blue Cross Blue Shield
  - The Drescher Foundation
  - Wachovia/Wells Fargo
  - Harry & Jeanette Weinberg Foundation Employee Giving Award
  - Bank of America
  - CitiFinancial
  - Various Corporate & Individual Donations
  - Special Events

## YEAR THREE OUTCOME SUMMARY

<b>Goal I. Affordable Housing:</b> <i>By 2018, Baltimore will create and maintain a supply of housing sufficient to rapidly re-house homeless individuals and families and meet the needs of those at risk of homelessness; these individuals and families will have access to housing affordable to them in the least restrictive possible environment and will receive the supportive services necessary to remain stably housed.</i>		
<b>Objective 1: Support and/or develop alternative housing models that serve homeless individuals and families.</b>		
Action	FY 2011 Benchmark	Year Three Outcomes
<b>FY11 Priority Item</b>		
<b>Action 1.1: Lease 500 “Housing First” units to individuals and families who have experienced homelessness for a long period of time or have multiple barriers to housing.</b>	House an additional 150 individuals and families in the Housing First model.	Since 2008, 626 individuals have been placed in permanent housing using a combination of vouchers from the Housing Authority of Baltimore City (378), HUD-VASH (75) and 173 through other subsidies provided through the Mayor’s Office of Human Services- Homeless Services Program.
<b>FY11 Priority Item</b>		
<b><u>Action 1.2: Acquire and develop 25 permanent supportive housing projects for homeless families and individuals.</u></b>	Establish a plan for financing two projects in 2012 and commence site selection for at least two future development projects.	The Mayor’s Office of Human Services successfully submitted an application to the Department of Housing and Urban Development for “bonus funding.” These funds will support construction projects that will provide 18 units of permanent supportive housing and provide the ability to lease 4 additional units.
<b>FY11 Priority Item</b>		
<b>Action 1.3: Establish standards of care for permanent supportive housing to be monitored by The Mayor’s Office of Human Services - Homeless Services Program.</b>	Create and disseminate supportive housing standards to partners and providers by the end of the fiscal year.	Best practices have been compiled and will be vetted by members of the Continuum of Care for publication in FY12.
<b>Objective 2: Increase the number of rental subsidies received by homeless persons.</b>		
Action	FY 2011 Benchmark	Year Three Outcomes
<b>Action 1.4: Move individuals into subsidized housing by prioritizing those non-elderly persons with disabilities who are chronically homeless for the housing opportunities established under the Bailey Consent Decree in the Housing Choice Voucher program (Section 8).</b>	No benchmark was set for Year 3	HABC, in partnership with the Mayor’s Office of Human Services, the City’s Commission on Disabilities, and the Maryland Disability Law Center, submitted an application to the U.S. Department of Housing and Urban Development for 200 non-elderly disabled Housing Choice Vouchers. The City received 40 vouchers for the Money Follows the Person program which will help Medicaid enrollees transition from institutions to the community.
<b>Action 1.5: Work with the Maryland Legislature and the Baltimore City Council to support legislation for a city anti-discrimination law for renters with regards to source of income (e.g. TANF, SSI, Housing Choice Vouchers, etc.).</b>	No benchmark was set for Year 3	Legislation was introduced in the 2011 Session of the Maryland General Assembly. SB 642 - sponsored by Senators Gladden and Raskin and HB 902 - sponsored by Delegate Lafferty failed to pass out of the Judicial Proceedings Committee and Environmental Matters Committee,

## YEAR THREE OUTCOME SUMMARY

		respectively. A large and growing coalition – in partnership with local housing authorities (including HABC) – is continuing to work on this issue.
<i>Objective 4: Design approaches for developers to create affordable housing targeted to homeless persons or those in danger of becoming homeless.</i>		
<b>Action</b>	<b>FY 2011 Benchmark</b>	<b>Year Three Outcomes</b>
<b>Action 1.10: Include as a prominent part of the City’s advocacy agenda the establishment of state and federal Affordable Housing Trust Funds so developers can create housing for households with extremely low-incomes (≤30% AMI).</b>	No benchmark was set for Year 3	The federal Affordable Housing Trust Fund remains uncanceled – and there are presently efforts in Congress to repeal the legislation that created the Fund. There continue to be a dearth of State resources for the development of housing affordable to households with extremely low incomes.
<i>Goal II. Comprehensive Health Care: By 2018, all Baltimoreans will have access to comprehensive and affordable health care including mental health services and addiction treatment.</i>		
<i>Objective 2: Improve public health efforts to prevent and mitigate chronic illness.</i>		
<b>Action 2.1: Advocate for the state of Maryland to include adults up to 116% of the federal poverty line in the Medicaid program.</b>	No benchmark was set for Year 3	Federal health reform will require Medicaid coverage of people up to 130% of FPL in 2014. Health reform offers an opportunity for incremental early expansion, but so far budgetary and other considerations have prevented this from being a priority of the State.
<b>Action 2.4: Advocate for the state to strengthen local public health activities, including prevention of chronic disease.</b>	No benchmark was set for Year 3	The Baltimore City Health Department launched new health policy initiative, Healthy Baltimore 2015. The initiative calls for coordinated efforts for improving health in 10 priority areas. The goals and indicators provided in the report go beyond traditional health measures and explore the root causes that tend to drive health inequities.
<i>Objective 3: Expand health care services to meet the needs of homeless persons</i>		
<b>FY11 Priority Item</b>		
<b>Action 2.6: Work with hospitals and the state of Maryland to support a level of convalescent care for homeless persons so that the choice is not between costly inpatient care and the street.</b>	Collaborate with strategy partner, Healthcare for the Homeless, to create 25 convalescent beds.	The convalescent care program opened with the Harry and Jeanette Weinberg Housing and Resource Center in July 2011.
<b>Action 2.9: Advocate for universal access to health insurance at the state and federal levels.</b>	No benchmark was set for Year 3	See update for Action 2.1

## YEAR THREE OUTCOME SUMMARY

<p><b>Goal III. Sufficient Incomes:</b> By 2018, all Baltimore workers will earn a wage sufficient to afford housing; funding of public benefits will be sufficient to prevent the homelessness of recipients.</p>		
<p><b>Objective 1: Increase access by homeless persons to employment opportunities that provide sufficient wages.</b></p>		
<b>Action</b>	<b>FY 2011 Benchmark</b>	<b>Year Three Outcomes</b>
<b>FY11 Priority Item</b>		
<p><b>Action 3.1: Increase the number of shelter-based life-skills and job training programs available to homeless persons.</b></p>	<p>Three additional emergency shelters will offer site based employment readiness or referrals to occupational skills training or placement programs.</p>	<p>Fundraising efforts are underway to support the implementation of a comprehensive, transitional employment model for individuals experiencing homelessness. This model was developed in collaboration with Leadership Advisory Group members (Health Care for the Homeless and Mayor’s Office of Employment Development).</p>
<p><b>Action 3.2: Increase access to employment, training, and occupational internships offered by workforce development partners by strengthening relationships with these partners, implementing a formal referral process, and establishing joint training opportunities.</b></p>	<p>No benchmark was set for Year 3</p>	<p>Please refer to the Outcome for Action 3.1</p>
<p><b>Action 3.4: Support Baltimore City’s efforts to reduce barriers to employment for ex-offenders.</b></p>	<p>No benchmark was set for Year 3</p>	<p>Legislation was introduced in the 2011 Session of the Maryland General Assembly that would have removed from State job applications the question that asks if a potential employee has ever been convicted of a crime. SB 448 (sponsored by Senator Pugh) and HB 920 (sponsored by Delegate Proctor) would <u>not</u> have prohibited criminal background checks on applicants later in the hiring process but simply would discourage automatic disqualification. The bills failed to pass out of the Finance Committee and Appropriations Committee, respectively. Baltimore City has already enacted similar legislation for City applications.</p>
<p><b>Objective 2: Increase access to and sufficiency of public benefits for homeless persons.</b></p>		
<b>Action</b>	<b>FY 2011 Benchmark</b>	<b>Year Three Outcomes</b>
<p><b>Action 3.12: Advocate for increased funding to Baltimore City for the Temporary Disability Assistance Program.</b></p>	<p>No benchmark was set for Year 3</p>	<p>Although the State has not increased the TDAP grant amount – currently \$185/month – Governor O’Malley has increased significantly program</p>

## YEAR THREE OUTCOME SUMMARY

		funding in order to accommodate for increases to the caseload.
<p><b>Goal IV. Preventive and Emergency Services:</b> By 2018, Baltimore City will have sufficient capacity to identify and respond to individuals and families at risk of homelessness, to provide immediate short-term outreach and emergency shelter to those who are homeless, and to transition from emergency shelter into permanent housing with appropriate supportive services within 30 days.</p>		
<p><b>Objective 1: Develop a system of services that prevents individuals and families from becoming homeless.</b></p>		
<b>Action</b>	<b>FY 2011 Benchmark</b>	<b>Year Three Outcomes</b>
<b>FY11 Priority Item</b>		
<p><b>Action 4.3: Develop an education campaign for low-income tenants to provide information on (1) resources available to prevent homelessness and methods to prevent falling behind on rent/utilities, and (2) tenants' rights and how to navigate the eviction process.</b></p>	<p>Develop materials and curriculum and prepare a distribution plan, with implementation to begin by the end of the fiscal year. As part of the education campaign identified, develop, in collaboration with HABC, an insert of information concerning eviction prevention services to include in eviction notices sent to residents of publicly subsidized housing.</p>	<p>An education and service delivery model is being refined where Housing Authority of Baltimore City (HABC) Managers will refer residents at risk of eviction to one of the City's five community action centers for support. Under the envisioned model, CAC staff will be triage residents and refer them to one or more service providers and/or core service agencies (i.e. bSAS, BMHS) for support.</p>
<b>FY11 Priority Item</b>		
<p><b>Action 4.5: Create a mechanism to ensure that all residents of publicly subsidized housing facing eviction are first referred to eviction prevention services.</b></p>	<p>Please refer to the Benchmark for Action 4.3.</p>	<p>Please refer to the Outcome for Action 4.3.</p>
<p><b>Action 4.7: Replace the existing winter shelter with a 24-hour, year-round fully accessible facility at another location that will serve as one of the main resource centers for clients to enter and access homeless services.</b></p>	<p>No benchmark was set for Year 3</p>	<p>Construction of the project began in September 2009. The Harry and Jeanette Weinberg Housing and Resource Center opened in July 2011.</p>
<p><b>Objective 4: Improve data collection and information sharing to increase the efficiency and effectiveness of homeless services.</b></p>		
<b>Action</b>	<b>FY 2011 Benchmark</b>	<b>Year Three Outcomes</b>
<b>FY11 Priority Item</b>		
<p><b>Action 4.16: Improve data systems to better track homeless data and establish indicators to evaluate program outcomes and monitor the progress of the 10 Year Plan to End Homelessness within the CitiStat program.</b></p>	<p>Develop baseline performance standards for Homeless Services vendors and sponsors, and begin reporting data through CitiStat.</p>	<p>HomeStat, a monthly benchmarking effort under the CitiStat Office, was launched in April 2011.</p> <p>A separate tool to evaluate the completion of items in the Journey Home was developed and accepted by the Evaluation Committee of the Leadership Advisory Group.</p>

# YEAR THREE OUTCOME SUMMARY

## Looking Ahead

The following are the Priority Action Items and their benchmarks established for Fiscal Year 2012.

<b>Goal I. Affordable Housing:</b> <i>By 2018, Baltimore will create and maintain a supply of housing sufficient to rapidly re-house homeless individuals and families and meet the needs of those at risk of homelessness; these individuals and families will have access to housing affordable to them in the least restrictive possible environment and will receive the supportive services necessary to remain stably housed.</i>	
<b>Objective 1:</b> <i>Support and/or develop alternative housing models that serve homeless individuals and families.</i>	
<b>Action</b>	<b>Benchmark</b>
<b>FY12 Priority</b>	
<b>Action 1.1: Lease 500 “Housing First” units to individuals and families who have experienced homelessness for a long period of time or have multiple barriers to housing.</b>	House an additional 150 individuals and families in the Housing First model.
<b>FY12 Priority</b>	
<b>Action 1.2: Acquire and develop 25 permanent supportive housing projects for homeless families and individuals.</b>	Establish a plan for financing two projects in 2012 and commence site selection for at least two future development projects.
<b>Objective 4:</b> <i>Design approaches for developers to create affordable housing targeted to homeless persons or those in danger of becoming homeless.</i>	
<b>Action</b>	<b>Benchmark</b>
<b>FY12 Priority</b>	
<b>Action 1.9: Review and amend the Zoning Code of Baltimore City to remove barriers to creating housing for homeless people.</b>	Collaborate with the Director of Zoning to modify the current zoning designation for homeless services, “Home for the Non-Bedridden Alcoholic,” to accurately reflect the services provided and so it is not inflammatory to the neighborhood.
<b>Goal III. Sufficient Incomes:</b> <i>By 2018, all Baltimore workers will earn a wage sufficient to afford housing; funding of public benefits will be sufficient to prevent the homelessness of recipients.</i>	
<b>Objective 1:</b> <i>Increase access by homeless persons to employment opportunities that provide sufficient wages.</i>	
<b>Action</b>	<b>Benchmark</b>
<b>FY12 Priority</b>	
<b>Action 3.4: Support Baltimore City’s efforts to reduce barriers to employment for ex-offenders.</b>	The Mayor’s Office of Human Services will hire a Re-Entry Coordinator who will work collaboratively with the Mayor’s Office Employment Development to link individuals with criminal records to employment training and placement opportunities through the Re-Entry Center and other venues, including the transitional employment model referenced under Priority Action 3.1.
<b>FY12 Priority</b>	
<b>Action 3.8: Increase access to transportation for homeless persons by expanding the capacity of transportation programs, and advocating for the Maryland Transit Administration to increase discounts on bus tokens for homeless service providers.</b>	Collaborate with the Maryland Transit Administration’s leadership to develop strategies to increase public transportation options for those experiencing homelessness.

## YEAR THREE OUTCOME SUMMARY

<b>FY12 Priority</b>	
<b>Action 3.9: Develop a housing rehabilitation program that trains and employs homeless workers.</b>	Work with a local developer to plan a project for homeless families. Included in this project will be a component to train and employ homeless workers in construction trades.
<i>Goal IV. Preventive and Emergency Services: By 2018, Baltimore City will have sufficient capacity to identify and respond to individuals and families at risk of homelessness, to provide immediate short-term outreach and emergency shelter to those who are homeless, and to transition from emergency shelter into permanent housing with appropriate supportive services within 30 days.</i>	
<i>Objective 2: Develop an integrated system of outreach and emergency services designed to rapidly re-house homeless individuals and families.</i>	
<b>Action</b>	<b>Benchmark</b>
<b>FY12 Priority</b>	
<b>Action 4.9: Ensure that shelters receiving city dollars are accessible or planning to be accessible to individuals with physical disabilities.</b>	In partnership with the Mayor’s Office of Human Services, the Baltimore City Commission on Disabilities will complete its assessment of all City-funded emergency homeless shelters during this fiscal year. The shelter operations will receive recommended corrective action plans to ensure compliance, which will be monitored by MOHS and the Commission on Disabilities.
<b>FY12 Priority</b>	
<b>Action 4.10: Expand integrated resource centers (“one stop shops”) that include services such as benefits assistance, eviction interventions, legal services, health care services, housing referrals, mental health services, and employment development. Designate one resource center specifically for homeless youth.</b>	Coordinate with the Baltimore Homeless Youth Initiative to provide technical assistance for programming, financing, and siting of a resource targeted to youth.